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24 February 1962

**SUBJECT: Notes on the Organization of Support to the  
Clandestine Services**

1. The present system of support is designed to meet the needs of each Clandestine Services component. In the management of the Clandestine Services, emphasis is placed on substantive competence, speed in decision-making, flexibility, and a high degree of compartmentation of activities. These objectives are achieved when the decision making function is decentralized to the point nearest the action, consistent with valid judgment based on substantive knowledge and regulatory requirements. Effective support of the Clandestine Services activities requires a high degree of competence in the functional support areas, a competence not to be obtained by using operations specialists to perform the support tasks. The early experience of the Agency attests to the validity of this statement. The support requirements of the Clandestine Services differ among components and the nature of support rendered dictates different approaches by the central support offices. For example, the highly specialized support of the Office of Communications generally requires no management decisions on the part of Clandestine Services components. This is not the case in the fields of personnel, logistics, and finance, where daily decisions at various levels are inherent in the job of those who are responsible for successful operations. The organization and services of the Comptroller, Personnel, and Logistics are of primary concern to the Clandestine Services, therefore, the content of this paper will be directed toward these offices and functions.

2. In the early stages of development of the Clandestine Services following WW II there were virtually no trained support officers stationed physically with the Clandestine Services either at headquarters or abroad (a few of the larger stations abroad had finance officers). Obligation records were not maintained, supply accounting was minimal, and personnel were promoted under the then existing civil service system controlled by the grade of the employee's job. Most support functions were performed by case officers. With the growth of the Agency it became necessary to introduce obligation records, to improve accounting for both money and supply, to provide central procurement of supplies and equipment, to establish more formal controls over hiring of employees, promotions, etc., and to develop a number of other management devices and systems required for the effective and efficient operation of a large Agency.

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3. This new effort required a substantial increase in employees to do the work. During the period of rapid growth, preceding and during the Korean war, the new employees required to perform support functions in the Clandestine Services were obtained mainly by direct hire by the Clandestine Services components. Because of the urgency of the situation many new support employees were assigned immediately to jobs in the Clandestine Services, both at headquarters and abroad, with little training or orientation in Agency policy, regulations, and procedures. While this situation was unavoidable, the result was less than satisfactory to the management of the Clandestine Services and the Agency.

4. During the build up of the Clandestine Services the Agency support offices also were hiring large numbers of new employees who were to be relatively ineffective until they received both formal and on the job training, and orientation in the needs of the Clandestine Services which, for many, was not easy to grasp because of necessary security restrictions and compartmentation. In 1952 a revamped central support organization began a long range program to improve the capability of the several support offices, to raise the quality of support in the Agency, and, in particular, to provide operating components with qualified and trained specialists in support occupations at headquarters and abroad. With the adoption of the career service system this program has prospered and at this time there are few support officers in the Clandestine Services who have not had formal training, and a variety of on the job training, including regular assignments in the parent support office. The system of providing qualified and trained support specialists where needed might be considered one of the most important contributions the support organization has made toward the Agency goal of good management and effective support of operations. Operating components of the Clandestine Services enjoy a high degree of decentralization of administration and at the same time achieve a high degree of uniformity of administrative action among the components. Each component obtains support directly from the support offices, or from assigned specialists, in relation to its particular needs. The ratio of direct support vs. that rendered by assigned specialists can be changed rapidly, thus providing a flexible system and the ability to respond quickly to changing operational situations.

5. The degree of support obtained directly from support offices and that obtained through assigned specialists is determined by a number of factors one of which is physical location. Another is the volume of support type activity in a component which requires management decisions entirely within the component. Others are the degree of support provided by cover organizations and the number and complexity of non-official cover units under the jurisdiction of the component. In the larger

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operational components, particularly those which have a number of field stations and non-official cover units, there is a substantial work requirement in the orderly management of paper work, the distribution of requirements to the support offices and the communications and conferences which are a necessary part of getting the job done.

6. Granted the existence of administrative or support type work in all organizational components there is still a question as to whether or not support specialists need be assigned to headquarters organizational components in the present numbers. Could not an administrative assistant handle the paper work and channel requirements to the appropriate support offices? Is not much of the work performed by support personnel in the organizational component a duplicate of, or duplicated by, work performed in the support offices?

7. In small offices which do not have complicated support requirements there is no need for a support specialist and there should be no problem in obtaining necessary support directly from the support offices concerned. In the larger offices some work which must be performed internally could be done by administrative assistants, or others, and other work could be channeled to support offices for action, but in some instances the result might be an increase in Agency manpower due to the addition of administrative assistants, and there might be less effective use of case officers and other operational personnel who would perform some of the support duties, as was the case in the late 1940's. It is apparent that some duplication exists in the work performed by support personnel in organizational components and similar work performed in the support offices. An example of such duplication is the processing of travel accounts which we are correcting.

8. The Agency requires reports to the Comptroller, Logistics, and Personnel from the Clandestine Services which necessitates record keeping within the components. This causes some duplication but it is a part of the system of checks and balances and probably should not be disturbed. Also, the administration of any office involves the upward and downward communication of information and instructions and reports which consumes many man hours. In an organization such as the Clandestine Services, with half its personnel in scores of stations around the world, the attention to personnel problems and questions assumes a magnitude much greater than that of an organization in a single location.

9. The central support offices feel strongly about the desirability of having an adequate number of their trained employees located wherever necessary to do a creditable job, nevertheless, most of the pressure for

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the establishment of new support positions in operational components comes from the operational component. For the several years past, we have followed the practice of requiring justification of all new support positions by the operational component whether or not detection of the apparent need originated with the support office or the operational component. Among the criteria has been a demonstrable need for the full time services of an employee to perform services in the general cognizance of the support office which is requested to staff the position.

10. The central support organization has questioned, and now questions, the necessity or desirability of performing certain support functions in each of the organizational components. For example, travel accounts-- there seems to be no valid reason why travelers could not promptly present their travel accounts to a central processing unit which could supply obligation data to the operational office concerned.

11. There are a number of other areas where genuine savings may be effected by removing support functions from operating offices but because of physical location of the support and operating offices most such changes must await completion of the move to the new building. We do not propose to transfer functions for the sake of change only. For this reason we want to take a hard look at personnel functions, many of which admittedly could be done by other personnel, to see if the Agency would gain or lose by reducing the number of personnel employees stationed in the Clandestine Services components. As of now it appears that the most efficient use of personnel is to place an employee nearest the scene of an identifiable full time workload in his field of specialization.

12. Attached at TAB A is a table which shows the distribution of support personnel in Clandestine Services components. TAB B shows the distribution of clerical employees assigned to the support units in the Clandestine Services. TAB C is a detail of TAB A and shows the distribution of support personnel between headquarters, foreign field, [REDACTED] TAB D is a similar detail of the distribution of clerical employees.

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#### Attachments

TAB A  
TAB B  
TAB C  
TAB C

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